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STATEMENT FOR THE SSCI

Meeting on Wednesday, 1 October

Mr. Chairman:

I am pleased to have this opportunity to meet with the Senate Select Committee representing the Intelligence Community as the new Chairman of the National Intelligence Council. I join Messrs. Casey and Gates as a strong supporter of responsible legislative oversight, in pursuit in this instance of our common interest in a strong and vibrant estimative process, and a sharply defined and balanced product that is relevant to policy and programmatic issues.

Joining me at the table today are:



Executive Director, Defense Intelligence Agency,

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Mr. Douglas McEachin, Director of the Office of Soviet Analysis, Central Intelligence Agency, and

Mr. Frank McNeil, Principal Deputy Assistant Secretary of State for Intelligence and Research.

Also attending are the NIO for Strategic Programs, Dr. Larry Gershwin, and the NIO for the Soviet Union, Mr. Fritz Ermarth. We will be responding to the interests you expressed in your 23 July letter to the DCI. But first,

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let me set the stage. I would like to begin by reviewing the types of Intelligence Community Estimates, and by outlining the estimative process and the way in which it responds to consumers.

As you know, there are four types of coordinated national Intelligence Community estimative products:

1. National Intelligence Estimates or NIEs are the most formal and authoritative of the four. They contain the views of all Community agencies and are issued by the DCI after consultation with the members of the National Foreign Intelligence Board (NFIB). These broad Estimates are written in awareness of the potential or actual US role in a given situation, addressing the range of possible outcomes and their significance for US interests.
2. Special National Intelligence Estimates or SNIEs, like the NIEs, contain the views of all Community agencies and are issued by the DCI after consultation with the NFIB. The majority of these estimates are oriented to more time-urgent issues over a shorter time span than the NIEs.
3. Interagency Intelligence Memoranda or IIMs also reflect the views of all Community agencies, but are issued by the Chairman of the National Intelligence Council vice the DCI, after coordination by the representatives of NFIB members. These address more detailed topics than the subjects of NIEs and SNIEs, and would typically be of less immediate concern to the highest level policymakers.

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4. Finally, Interagency Intelligence Analyses or IIAs are short estimates on issues of immediate concern that are produced quickly when a more formal paper would not be timely and/or coordination by all NFIB member agencies would not be necessary or appropriate. IIAs are issued by the Chairman of the National Intelligence Council after coordination by appropriate NFIB Representatives.

Memoranda to Holders may be issued for any of these four types of National estimative products, to reflect new information, to extend time-frame or scope, and/or to respond to a request for amplification.

#### The Estimative Process

The estimative process begins with a request from a key consumer or at the initiative of an NIO.

Each NIE, SNIE, IIM, or IIA then progresses through a formal production process under specific DCI guidelines. The NIO who serves as the managing editor of the Estimate develops an initial Concept Paper and Terms of Reference. After NFIB agency representatives have agreed, the drafter or drafting team work under the guidance of the NIO to produce a workable text that is then reviewed and critiqued within and often outside the US Government. The NFIB Representatives then coordinate the text before meeting in formal sessions(s) to coordinate a final draft.

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During coordination certain steps in the production process may be done in parallel or even by-passed in the interest of policy urgency. By way of example, "fast track" procedures may involve simultaneous review by the DCI, NFIB Principals, NFIB Agency Representatives, US Embassies, and field stations, the CINCs of major US Commands, and various expert consultants, including the DCI's Senior Review Panel.

Any dissenting positions identified during this process are given balanced treatment in the draft, with the agency or agencies concerned helping the drafter develop as full and fair an explication as possible. Such dissenting judgments are included in the draft as alternative views or footnotes, and the agency or agencies dissenting are clearly identified. We feel this is one of the most important aspects of the estimative process; sharply and clearly defined alternative views are critical to the policymaking process.

After completion of coordination, the draft is reviewed by the DCI and, at his discretion, presented at NFIB. Alternatively, a telephone poll may be taken, especially if key issues have been resolved. Final approval for publication of each Estimate is given by the DCI.

As you can see, the estimative process is driven, but not controlled, by the intelligence needs of our consumers who must develop and implement US policies. The National Intelligence Council, with the rest of the Intelligence Community, actively seeks to anticipate the needs of policy

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consumers, and to this end pursues and maintains regular contact and continuing dialogue with key decisionmakers as well as with the private sector and the academic community.

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Again, Mr. Chairman, my colleagues and I are pleased to be here today to discuss with you any views the Committee may have regarding the scope, focus, or effectiveness of the estimates program. Despite the lengthy list, it is always possible that we missed the mark in individual instances -- that we need to look at other areas, or at those areas we have selected but with a different focus. We constantly seek input to and feedback from the key players in this regard, to include, most emphatically, this Committee. We are prepared to address any issues that you may anticipate will be of importance and concern to the Senate during its deliberations regarding US national security policy and programs. May I now introduce you to Mr.

[REDACTED] who will continue with the DIA program. He will be followed by Messrs. McEachin of CIA and McNeil of State, respectively. We will be pleased to answer any questions you may have as we proceed or at the end, as you prefer. [REDACTED]

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